

# The Department of External Affairs

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# The Department of External Affairs

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## **Historical background**

From Confederation in 1867 until 1914, Canada's position in the British Empire was essentially that of a self-governing colony, whose external relations were directed and controlled by the Imperial Government in Great Britain through the Colonial Office and through the Governor General. By 1914, however, Canada and the other British dominions had acquired considerable *de facto* power in the field of external relations. Therefore, partly because of its increasing importance in world affairs and partly out of a growing desire for autonomous status, which had been fostered particularly during the First World War, Canada sought, within the existing constitutional framework of the Empire, a fuller control over its own external relations — a process that culminated in the Imperial Conference of 1926.

Canada's first efforts concerning its own external relations, in the early 1900s, took the form merely of creating improved administrative machinery at home. The first formal suggestion that a separate department be established to deal with external relations, on the precedent of the government structure in Australia, came in 1907 from Joseph (later Sir Joseph) Pope, then Under-Secretary of State.

In May 1909, under the Government of Sir Wilfrid Laurier, which introduced a bill, Parliament authorized the establishment of a "Department of External Affairs". The title indicated that it was to deal with Canada's relations with other governments within the British Empire and with foreign states. The act creating the Department placed it under the Secretary of State, with an Under-Secretary of State for External Affairs ranking as the permanent deputy head of the Department. The establishment of the Department involved no constitutional change.

In 1912, an amending act was passed placing the Department directly under the Prime Minister instead of the Secretary of State, and from April 1 of that year the Prime Minister held the portfolio of Secretary of State for External Affairs. The appointment of a separate minister for the Department was considered from time to time, but no action was taken until March 1946, when a bill was introduced to repeal the section of the act of 1912 providing that the Prime Minister should be the Secretary of State for External Affairs. The bill was passed on April 2 and five months later, on September 4, 1946, the announcement was made of the appointment of the

Honourable Louis St. Laurent as the first separate Secretary of State for External Affairs.

## **Early years**

The Department began with a small staff consisting of the Under-Secretary (Joseph Pope), two chief clerks and four clerks. In 1912 an Assistant Under-Secretary was added and in 1913 a Legal Adviser.

The gradual recognition of Canadian autonomy in international affairs and the growth of Canadian responsibilities abroad made expansion inevitable. After 1920, it became increasingly evident that Canada's interests could no longer be conveniently handled by the British diplomatic and consular authorities. The new Department began to develop into an agency for the direct administration of Canada's external affairs.

In 1921, the Office of the High Commissioner in London was placed under the control of the Department. In 1925, a Canadian Advisory Officer (subsequently called Permanent Representative) was appointed to represent Canada in Geneva as various conferences and assemblies of the League of Nations and to keep the Canadian Government informed of the activities of the League and of the International Labour Office.

An advance of the first importance in the Department's development came as the result of an agreement reached at the Imperial Conference of 1926 by which the Governor General ceased to represent the British Government and became solely the personal representative of the Sovereign. This brought about two changes: (1) As the British Government was now without a representative in Canada, it appointed, in 1928, a High Commissioner to represent it at Ottawa; (2) after July 1, 1927, correspondence from the Dominions Office in London and from foreign governments was directed to the Secretary of State for External Affairs instead of to the Governor General.

## **Representation abroad**

Before the establishment of the Department, a high commissioner had been appointed to represent Canada in London (in 1880) and a representative in Paris (in 1882), neither of whom had diplomatic status. In addition, Canada was represented abroad in the closing years of the nineteenth century by trade commissioners and immi-

gration officials. They were appointees of individual departments of the Canadian Government and did not enjoy diplomatic status. Negotiations with foreign countries were conducted through the British Foreign Office and dealings with other parts of the Empire through the Colonial Office, with Canadian representatives frequently included in negotiations. Canadian interests abroad were handled by British diplomatic and consular authorities. All communications to other governments were made through the Governor General in those early years.

Before 1920, Canada had no independent diplomatic representative abroad, although as early as 1920 it was agreed by the British and Commonwealth Governments, and by the United States Government, that a Canadian minister could be appointed to Washington. The appointment was made in 1926, and the first Canadian legation was opened in Washington early in 1927. This was followed in 1928 by the appointment of the Commissioner-General in Paris as Minister to France, and, in 1929, by the opening of a legation in Tokyo. At about the same time, the United States, France and Japan opened legations in Ottawa.

The expansion of the service was thereafter interrupted by the depression of the Thirties. The three years of rapid growth from 1926 to 1929 were followed by a decade of consolidation. The next step in the exchange of diplomatic representatives with other countries was taken when Belgium sent a minister to Ottawa in 1937; in January 1939, Canada established legations in Belgium and the Netherlands.

With the outbreak of the Second World War, it became imperative that Canada have closer and more direct contact with other governments of the Commonwealth, with the allied governments and with certain other foreign governments. The day after Canada's separate declaration of war on September 10, 1939, it was announced that the Canadian Government would send high commissioners to Australia, New Zealand, South Africa and Ireland. The governments of these countries reciprocated. The appointment in 1941 of a high commissioner to Newfoundland recognized the importance of that country to the defence of Canada.

The increasing magnitude of Canada's war effort and its growing international commitments led to a rapid increase of diplomatic exchanges with foreign countries. In 1942, by reciprocal agreement,

Canada appointed ministers to the U.S.S.R. and China. During the war, a single Canadian minister was accredited to a number of allied governments then functioning in London or Cairo: those of Belgium, the Netherlands, Czechoslovakia, Greece, Norway, Poland and Yugoslavia. (Canada also received ministers from each of these governments.) After the liberation of France, the Minister, following a period in Algiers as representative to the French Committee of National Liberation, returned to Paris with the rank of Ambassador. Separate missions are now established in the capitals of all these countries.

The establishment of diplomatic relations with Latin America was another wartime development. In 1941, Canadian legations were opened in Brazil and Argentina (the Minister to the latter was also accredited in 1942 to Chile), and these countries sent their first ministers to Ottawa. Diplomatic representatives were sent to Mexico and Peru in 1944 and to Cuba in 1945. The decision to open missions in Latin America was based not only on the development of intra-American trade but also on the conviction that a closer understanding was necessary to the solution of common problems during the war, when several Latin American countries became allies. Canada now has diplomatic relations with all countries in Latin America.

Canada's external affairs services continued to expand following the war. Embassies were opened in a number of countries and, after 1947, high commissioners were accredited to India and Pakistan and subsequently to most of the other new members of the Commonwealth. In the 1960s, Canada also developed its diplomatic relations in the French-speaking world, particularly the newly-independent French-language states of Africa.

During and after the war, Canada participated in the general trend towards the elevation of legations to embassy status. In 1943, most of the large Canadian missions abroad became embassies. Since then, certain of the new missions mentioned above were opened as embassies, while others, such as the missions in Italy and Switzerland, were raised to the rank of embassies later.

Membership in the United Nations has increased Canada's responsibilities outside its own borders, and Canada has been represented on various organs of the United Nations since its formation in San Francisco in 1945. After Canada's election, for a term, to the Security Council in September 1947, a Permanent Canadian Delegation was established in New York in January 1948, and later in the

year a small office was also opened in Geneva, the European headquarters of the world body. In view of the increasing responsibilities Canada has assumed in the organization since that time (e.g., Palestine truce supervision, the UN Military Observer Group in India and Pakistan, the United Nations Emergency Force, the United Nations Operation in the Congo, and other UN undertakings), both these offices, now called permanent missions, have been expanded.

Canada was one of the founding members of the North Atlantic Treaty Organization in 1949, and has played an active role in it. In May 1952, on the establishment of the North Atlantic Council, a Canadian Permanent Delegation was set up in Paris to represent Canada's NATO interests. When, in October 1967, the headquarters of the NAC moved to Brussels, the Canadian Delegation moved with it. Canada maintains in Paris a Permanent Delegation to the Organization for Economic Co-operation and Development. In addition to representing Canada on these permanent international bodies and their various committees, officials of the Department of External Affairs have been members of Canadian delegations at a large number of international conferences in recent years.

## **Kinds and numbers of missions**

Today, Canada conducts its external relations with some 125 countries through the following channels:

- (a) *Embassies in:* Algeria, Argentina, Austria, Belgium, Brazil, Cameroon, Chile, People's Republic of China, Colombia, Costa Rica, Cuba, Czechoslovakia, Denmark, Egypt, Ethiopia, Finland, France, the Federal Republic of Germany, Greece, Guatemala, Haiti, the Holy See, Hungary, Indonesia, Iran, Iraq, Ireland, Israel, Italy, Ivory Coast, Japan, Republic of Korea, Lebanon, Mexico, Morocco, the Netherlands, Norway, Pakistan, Peru, the Philippines, Poland, Portugal, Saudi Arabia, Senegal, South Africa, Spain, Sweden, Switzerland, Thailand, Tunisia, Turkey, the Union of Soviet Socialist Republics, the United States of America, Venezuela, Yugoslavia, Zaire;
- (b) *Non-resident ambassadors to:* Afghanistan, Bahrain, the People's Republic of Benin, Bolivia, Bulgaria, Burma, Burundi, the Central African Republic, Chad, the People's Republic of the Congo, the Dominican Republic, Ecuador, El Salvador, Gabon, Guinea, Guinea-Bissau, Honduras, Iceland, Jordan, Kuwait, Laos,

Liberia, Libya, Luxembourg, Madagascar, Mali, Mauritania, Mongolia, Mozambique, Nepal, Nicaragua, Niger, Oman, Panama, Paraguay, Qatar, Romania, Rwanda, Somali Republic, Sudan, Republic of Suriname, Syria, Togo, Union of Arab Emirates, Upper Volta, Uruguay, the Socialist Republic of Vietnam, Yemen Arab Republic;

- (c) *High commissions in:* Australia, Bangladesh, Barbados, Britain, Ghana, Guyana, India, Jamaica, Kenya, Malaysia, New Zealand, Nigeria, Singapore, Sri Lanka, Tanzania, Trinidad and Tobago, Zambia;
- (d) *Non-resident high commissioners to:* Bahamas, Botswana, Cyprus, Fiji, the Gambia, Grenada, Lesotho, Malawi, Malta, Mauritius, Sierra Leone, Swaziland, Tonga, Uganda, Western Samoa;
- (e) *Commissioner in:* Hong Kong;
- (f) *Non-resident commissioners to:* Belize, the West Indies Associated States and Montserrat;
- (g) *Consulates general in:* Atlanta, Bordeaux, Boston, Chicago, Düsseldorf, Hamburg, Johannesburg, Los Angeles, Marseilles, Melbourne, Milan, New Orleans, New York, San Francisco, Seattle, Strasbourg, Sydney;
- (h) *Consulates in:* Belfast, Birmingham, Buffalo, Cape Town, Cleveland, Dallas, Detroit, Glasgow, Manchester, Minneapolis, Philadelphia, Rio de Janeiro, San Juan, São Paulo, Stuttgart;
- (i) *Non-resident consul general in:* Monaco;
- (j) *Non-resident consuls in:* Macao, San Marino;
- (k) *Honorary consulate-general in:* Reykjavik;
- (l) *Military mission in:* Berlin;
- (m) *Canadian permanent missions to:* United Nations (New York), United Nations (Geneva), Conference of the Committee on Disarmament (Geneva), United Nations Industrial Development Organization (UNIDO) (Vienna), International Atomic Energy Agency (IAEA) (Vienna);
- (n) *Canadian permanent delegations to:* North Atlantic Council (Brussels), United Nations Educational, Scientific and Cultural Organization (UNESCO) (Paris), Organization for Economic

Co-operation and Development (OECD) (Paris), Mutual and Balanced Force Reduction Talks (MBFR) (Vienna);

- (o) *Canadian delegation to:* Multilateral Trade Negotiations (MTN) (Geneva);
- (p) *Canadian observer mission to:* Organization of American States (OAS) (Washington);
- (q) *Canadian mission (resident in Brussels) to the European Communities:* European Economic Community (EEC), European Atomic Energy Agency (Euratom), European Coal and Steel Community (ECSC).

## **Functions of the Department**

The main functions of the Department of External Affairs are:

- (a) The supervision of relations between Canada and other countries and of Canadian participation in international organizations; the protection and promotion of Canadian interests abroad;
- (b) the collection, collation and evaluation of information regarding developments likely to affect Canada's international relations;
- (c) correspondence with other governments and their representatives in Canada;
- (d) the negotiation and conclusion of treaties and other international agreements;
- (e) the representation of Canada in foreign countries and at international conferences;
- (f) assistance to Canadians travelling abroad;
- (g) the reflection abroad of the creativity and quality of Canadian learning and culture.

## **Organization in Ottawa**

The headquarters organization of the Department of External Affairs is designed to ensure strength and flexibility, and to encourage the closest possible co-ordination between the discharge of operational responsibilities and the continuous development of the policy framework within which operations must be conducted.

The Under-Secretary bears general responsibility for departmental policy and operations. With seven Assistant Under-Secretaries, he and the Associate Under-Secretary form a team responsible for

the main areas of foreign policy. Collectively, they constitute what is known as the Under-Secretarial Group.

In order that “top management” might be free to concentrate on policy formulation and direction, responsibility for departmental operations in accordance with established policy was several years ago delegated to the directors-general of a number of bureaux composing the main body of the Department. These main units, whose formation was the principal focus of the new organization, gather most of the divisions of the Department into three groups; *area*, *functional* and *administrative*. The most obvious structural characteristic of the new organization is the degree of its decentralization. The new structure is meant to exploit the advantages offered by adoption of the idea of “country” planning and management. By its very nature, such a conception facilitates differentiation between matters that require decisions to be taken at the senior-management level and those that can be made at the management level immediately responsible for the direction of operations.

## **The Under-Secretarial Group**

Associated with the exercise of the Under-Secretary’s responsibilities are certain functions that must be carried out under the direct control of the Under-Secretarial group — such as security and relations with the diplomatic corps. The *Departmental Press Officer* is associated with the Under-Secretarial group and also works in close co-operation with the Office of the Minister. The *Director-General of Personnel* is also special adviser to the Under-Secretary on foreign service appointments and related policies. The *Policy Analysis Group*, which has particular responsibility for longer-term considerations, also reports directly to the Under-Secretary, as do the *Bureau of Security and Intelligence Liaison*, the *Office of the Chief of Protocol*, the *Special Research Bureau*, the *Inspector General*, the *Departmental Adviser on Bilingualism* and the *Chief Air Negotiator*.

The *Departmental Press Officer* is concerned with the Department’s relations with the press, radio and television regarding Canadian foreign policy. With a small staff, he prepares press conferences for the Secretary of State for External Affairs and makes press arrangements for international conferences at home and abroad and for visiting dignitaries.

The *Operations Centre* was set up to improve the ability of the Department and the Government to react quickly and to alert ministers and officials to reports and events of immediate significance for Canadian interests. Special task forces are often formed to deal with crises, and are located physically in the Centre, thus providing a useful focal point for decision-making and information-gathering.

The *Policy Analysis Group* was established to develop and analyze major policy options and objectives, with particular attention to long-range considerations. PAG co-ordinates Department policy studies to ensure their relevance to Canada's chief foreign policy goals, identifies possible gaps in policy or areas where short-term and long-term policies may be incompatible, and maintains contacts with other policy-planning and -analysis groups — governmental, private and academic. Finally, it assists in extending and improving foreign policy co-ordination amongst the departments concerned. The Chairman of PAG reports directly to the USSEA and is a member of the Under-Secretarial Group.

The *Bureau of Security and Intelligence Liaison* (which does not fit into the area, functional or administrative groups) deals with the security aspects of the Department's operations and is responsible for the conduct of liaison on security and intelligence matters.

The *Chief Air Negotiator* is responsible for the conduct of an extensive series of bilateral negotiations. He reports to the Inter-departmental Committee on Civil Aviation, which is responsible for co-ordinating domestic and international civil-aviation matters and making recommendations as appropriate to the Minister of Transport and the Secretary of State for External Affairs.

The *Office of the Chief of Protocol* has two principal objectives: first, to facilitate the establishment of foreign representatives in Canada and so far as is possible to create the conditions in which these representatives can exercise their functions; and, secondly, to make the arrangements for the reception, housing and entertainment of official visitors to Canada. These objectives are pursued by the Protocol Service, and the Visits and Conferences Service, the two services into which the office is divided.

The Department provides administrative support for the *Special Research Bureau*.

The *Inspector General*, who reports direct to the Under-Secretary, is responsible for carrying out systematic independent reviews and appraisals of departmental operations both at posts abroad and at headquarters. He and his staff seek to assist all levels of management in the effective discharge of their responsibilities by furnishing them with objective analyses, appraisals, comments and recommendations. The Inspection Service is integrated, including an officer from each of the two major departments (besides External Affairs) that are represented abroad — Industry, Trade and Commerce and Manpower and Immigration. Whereas these two officers are full-time members of the staff of the Inspector General, representatives of other departments and agencies (e.g., the Canadian International Development Agency) may be borrowed for particular inspection tours.

The *Departmental Adviser on Bilingualism* supervises the co-ordination of departmental policies on bilingualism. The Adviser on Bilingualism is also responsible for the quality of French texts and translation from French to English prepared by the Department; he supervises a team of writer-researchers composed of five people in Ottawa and one in Brussels. His office maintains liaison between the Department and the office of the Commissioner of Official Languages and other agencies concerned with bilingualism.

## **Area bureaux**

Each of the four area bureaux co-ordinates the formulation and conduct of Canadian policy *vis-à-vis* the countries of the region with which it is concerned, and supervises the operations of the diplomatic and consular posts in that region.<sup>1</sup> The main responsibility of each post is the quality of Canada's relations with the country in which it is situated. The area bureaux are the main points of contact on bilateral matters for the diplomatic missions of other countries in Canada. They advise other government agencies, as well as private ones, regarding the policies of such agencies towards the countries and multilateral organizations with which they have specialized relations.

In co-operation with other government entities, the area bureaux make substantive arrangements for official visits (both incoming and outgoing), many of which take place at ministerial, head-of-state or

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<sup>1</sup>See Appendix I.

head-of-government level. An allied responsibility of these bureaux is the preparation of the policy-briefing and advisory materials associated with such visits.

Responsibility also devolves upon the area bureaux for supervising the allocation of resources at and between posts, and for ensuring the effective management of individual posts.

The *Bureau of African and Middle Eastern Affairs* consists of a headquarters office and three divisions — *African Affairs (Anglophone)*, *African Affairs (Francophone and Maghreb)* and *Middle Eastern Affairs*. It oversees the post operations of about two dozen Canadian diplomatic and consular missions within its extensive and diverse region. These missions are, in most cases, accredited to several countries where no residence is maintained as well as to the country of residence. Thus the bureau is concerned with Canada's relations with more than 50 countries.

The *Bureau of Asian and Pacific Affairs* directs the work of three divisions — *East Asia, Pacific* and *South Asia* — and through them the work of 17 diplomatic and consular missions in South and East Asia and in Oceania. An important task of this bureau is the implementation of the Canadian Government's "Third Option" policy, which it seeks to accomplish by expanding Canada's relations with the countries of the Pacific — and especially by broadening and deepening Canada's relations with Japan, the economic giant of this region.

The *Bureau of European Affairs*, through its component divisions (*Eastern European, Northwestern European* and *Western European*), supervises the operations of some 34 diplomatic and consular posts in Europe. This bureau, too, is deeply involved in the implementation of the "Third Option" policy, which is increasingly reflected not only in bilateral relations between Canada and individual European countries but also in Canada's involvement, with European countries, in multilateral institutions and activities such as the North Atlantic Treaty Organization (NATO), the Conference on Security and Co-operation in Europe, the Organization for Economic Co-operation and Development (OECD) and the recently-established "contractual link" with the European Community.

The *Bureau of Western Hemisphere Affairs* co-ordinates Canada's relations with the United States and the countries of Latin America and the Commonwealth Caribbean. The *United States of*

*America Division* is concerned with all aspects of Canada's relations with the U.S.A. (Canada's most important external tie), and advises on the handling of a variety of issues at play in relations between the two countries — notably environmental matters. This division also supervises the operations of the Canadian Embassy in Washington and 15 consulates and consulates general throughout the United States. The 20 countries of Latin America — including the Caribbean islands of Cuba, the Dominican Republic and Haiti — are the concern of the *Latin American Division*, which is also responsible for advising the Canadian observer to the Organization of American States (OAS) and Canadian representatives to a variety of other inter-American agencies. The *Caribbean Division* is concerned with Canada's relations with the Commonwealth Caribbean, Bermuda and Surinam — a total of 19 territorial entities — and with some aspects of relations with the principal organization of the region, the Caribbean Community and Common Market (CARICOM).

## **Functional bureaux**

Corresponding to the area bureaux are a number of bureaux organized on a *functional* basis: Technological and Economic Affairs; Defence and Arms Control Affairs; Legal Affairs; Consular Affairs; United Nations Affairs; Public Affairs; and Co-ordination.

Co-operation between the functional and area bureaux is essential to the attainment of the Department's objectives. Each regional bureau, as the co-ordinating centre responsible for the shaping and management of "country" plans and programs, ensures that functional interests are reflected in post operations. Similarly, in the management of their operations, the functional bureaux respect the interests of the regional bureaux.

The *Bureau of Technological and Economic Affairs* co-ordinates and develops policy and initiatives touching on broader questions of major significance for Canada in international economic, scientific and environmental affairs. It comprises four divisions: Aid and Development; Commercial Policy; Transport, Communications and Science and Environment Division.

The *Aid and Development Division* provides a focus for co-ordination of departmental views on aid-policy questions and a channel for consultation with the Canadian International Development Agency and with other government departments and agencies that have an interest in particular aspects of development-assistance

activities, both bilateral and multilateral. The division also has responsibility for consideration of those aspects of Canadian trade relations that have a bearing on the trading interests of developing countries, and provides liaison with the Export Development Corporation and the International Development Research Centre. It supplies representation at relevant interdepartmental consultations on aid questions and on aspects of trade that relate to developing countries. It co-ordinates the preparations for and helps to staff Canadian delegations to international conferences concerned with aid and development matters, such as the Conference on International Economic Co-operation, the United Nations Conference on Trade and Development, the United Nations Development Program, the International Bank for Reconstruction and Development and the regional development banks to which Canada belongs.

The *Commercial Policy Division* is responsible for general economic policy within the Department, particularly with regard to trade, resource, financial and investment policy questions. It co-ordinates Government activities, including the formulation of policy positions, in such multilateral economic bodies as the Organization for Economic Co-operation and Development, the Economic Council for Europe, the General Agreement on Tariffs and Trade, the International Monetary Fund and various other international economic agencies. The division also co-ordinates policy development regarding Canada's bilateral economic and trade relations and major initiatives to diversify and strengthen them. It directs the activities of the Canadian Mission to the European Communities in Brussels.

The *Transport, Communications and Energy Division* is primarily concerned with the international aspects of transport, communications and energy, including: bilateral and multilateral questions relating to atomic energy; bilateral civil aviation agreements; INTELSAT and other communications subjects; matters related to the export of strategic materials; bilateral and multilateral energy relations with other countries; and Canadian participation in international organizations dealing with energy, such as the International Energy Agency and the Energy Commission of the Conference on International Economic Co-operation. This division has responsibility for matters concerning the International Atomic Energy Agency and the upgrading of Canadian and international safeguards requirements in the context of the Non-Proliferation Treaty.

The *Science and Environment Division* was established in 1970 as a reflection of the growing importance of science, technology and environmental problems in the conduct of international relations. This division enables the Department to meet new responsibilities, and has concentrated existing activities, hitherto dispersed, in one unit. The division is concerned with international, largely inter-governmental, aspects of activities predominantly scientific and technical in nature, or relating to the preservation of the human environment. Divisional responsibilities also include the following: the conduct of scientific relations with other countries and international organizations, including the negotiation of agreements pertaining to scientific, technological and environmental matters; the provision of advice on scientific questions with foreign-policy implications; liaison and co-ordination with science-based departments and agencies; and the administrative direction of official scientific representation abroad.

The direct relation between foreign and defence policies requires close liaison between the Department of External Affairs and other departments concerned, particularly the Department of National Defence. The *Bureau of Defence and Arms Control Affairs*, consisting of the Defence Relations Division and the Arms Control and Disarmament Division, is responsible for these aspects of the Department's work.

The co-ordination of Canadian foreign and defence policies in connection with Canada's participation in North American defence, Canadian membership in NATO and other military activities abroad, including peace-keeping, is carried out through a variety of inter-department channels and groups in which the Department is represented. The Secretary of State for External Affairs is the Chairman of the Cabinet Committee on External Policy and Defence, the meetings of which are attended by the Under-Secretary and officials from the Department as required. The Department is also represented on various senior interdepartmental bodies that advise on aspects of defence policy. The Director-General of the Bureau is a member of the Canadian Section of the Canada-United States Permanent Joint Board on Defence, and the bureau provides the Secretary of the Canadian Section of the PJBD. It also represents the Department on the Canada-U.S. Civil Emergency Planning Committee.

The *Defence Relations Division* has the general task of co-ordinating departmental views and preparing policy proposals on

defence aspects of Canadian foreign policy (excluding arms-control and disarmament questions). In carrying out this task, the division engages in extensive liaison with the Department of National Defence, as well as other departments and agencies such as the Privy Council Office and the Department of Industry, Trade and Commerce.

The NATO Section is concerned with the foreign and defence policy aspects of Canada's participation in the North Atlantic Treaty Organization. This involves continuous departmental and interdepartmental co-operation in the preparation of instructions for the Canadian delegation to NATO in Brussels on the wide range of subjects of concern to the alliance, as well as in preparations for the semi-annual meetings of NATO foreign and defence ministers. The section is also responsible for the financing and staffing of Canada's NATO delegation and for matters relating to the presence of Canadians on NATO's International Secretariat.

The North American Defence Section co-ordinates Government policy and action on all aspects of North American defence and ensures that the foreign-policy considerations inherent in Canada-U.S. military co-operation are fully considered. The principal consultative mechanism for Canada-U.S. defence co-operation is the Permanent Joint Board on Defence, which meets four times a year. The section also co-ordinates Canadian co-operation with the U.S. pertaining to the various research activities that assist in maintaining the defence preparedness of North America.

The Military Assistance and Peacekeeping Section of the Defence Relations Division co-ordinates Canadian military-training assistance to developing countries (an activity that is financed through the Department's appropriations) and co-operates with the Department of National Defence in international peacekeeping matters, including the Canadian military contribution to United Nations operations such as the United Nations Force in Cyprus (UNFICYP), the United Nations Military Observer Group in India and Pakistan (UNMOGIP) and the three UN peacekeeping and observer operations in the Middle East: the United Nations Emergency Force (UNEF), the United Nations Disengagement Observer Force (UNDOF), and the United Nations Truce Supervision Organization (UNTSO). This section is also responsible for Canada's relations with Cyprus. In addition, it assists in making arrangements for naval visits, clearances for military aircraft and employment of Canadian Forces personnel or equipment

in international relief operations abroad, and the overseas tour of the National Defence College.

The *Arms Control and Disarmament Division* is responsible for the formulation of advice and policy recommendations related to Canada's contribution to negotiations intended to arrest the arms race and to reduce levels of military confrontation. It acts in close consultation with the Directorate of Arms Control Policy of the Department of National Defence. The division prepares instructions for Canadian representatives, participating in disarmament discussions in the United Nations General Assembly and the Conference of the Committee on Disarmament in Geneva, which is the negotiating body that reports annually to the UN General Assembly. The Committee is currently seeking agreements in such areas of arms control as the comprehensive prohibition of nuclear-weapons tests, a ban on the development, production and stockpiling of chemical weapons and the prohibition of hostile uses of means to modify the environment. The division is also concerned with the promotion of the international non-proliferation regime and the implementation of the Treaty on the Non-Proliferation of Nuclear Weapons (NPT), including international control of peaceful nuclear explosions. It also assists in the formulation and co-ordination of Canadian policies on arms-control questions under consideration in NATO. Among these are the Strategic Arms Limitation Talks (SALT) between the United States and the Soviet Union, on which the United States consults with its NATO allies, and the negotiations on Mutual and Balanced Force Reductions (MBFR) in Central Europe. The division also co-operates with the Legal Operations Division and the Department of National Defence in preparing contributions to the Diplomatic Conference on Humanitarian Law in Armed Conflict and to the International Red Cross conferences of governmental experts on possible restrictions on the use of conventional weapons that may cause unnecessary suffering or have indiscriminate effects.

The *Bureau of Legal Affairs*, under the general policy direction of the Director General of Legal Affairs, performs two distinct but closely-related functions. These are reflected in the two divisions — Legal Advisory and Legal Operations — that make up the bureau, each division functioning independently under its own director.

In its advisory role, the bureau provides advice to the Department of External Affairs and other government departments on mat-

ters of international law, to ensure that, in the conduct of Canada's international relations, full account is taken of existing and emerging principles of international law. The bureau replies to enquiries from the legal profession, the academic community and the general public on matters of international law.

In its operational role, the bureau has direct responsibility for Canada's contributions to the progressive development of international law, in the light of Canadian interests. It is particularly active, therefore, in those important areas of international relations where the legal régime is emerging or evolving. The bureau's activities in these areas involve direct participation in policy formulation as well as legal advocacy.

The bureau is responsible for the Department's liaison with the Department of Justice. In addition, it works closely with the Bureau of Personnel to develop and maintain, within the career foreign service, a cadre of legally-qualified personnel to staff legal positions in the Department and at posts abroad.

The *Legal Advisory Division* is divided into four sections. The Economic Section advises on the legal aspects of Canada's international economic relations, co-operating particularly with the Bureau of Technological and Economic Affairs. The Treaty Section advises on treaty-interpretation questions, assists in the preparation and interpretation of international agreements, ensures that treaties entered into by Canada are concluded in accordance with Canada's international and domestic legal obligations, maintains treaty records, registers treaties with the United Nations, publishes treaties in the *Canada Treaty Series* and arranges for their tabling in Parliament. The Advisory Section advises on the constitutional aspects of Canada's international relations, on questions relating to recognition of states and governments, on human rights matters, on questions of asylum, on diplomatic and consular privileges and immunities, on legal aspects of consular and administration matters, and on such other international legal matters as do not fall within the designated responsibilities of other sections in the bureau. The Claims Section is concerned with the protection of the interests of Canadian citizens and the Canadian Government arising out of injury or damage to Canadian property abroad.

The *Legal Operations Division* serves as the operational arm of the Department for a number of international legal activities, many

of which are closely connected with the United Nations and the Specialized Agencies. It has particular responsibility for Canada's position on subjects under discussion in the Sixth (Legal) Committee of the United Nations General Assembly, as well as subjects, such as the law of outer space, that are dealt with in other committees of the Assembly. The Legal Operations Division is organized in four sections. The Law of the Sea Section deals with maritime legal questions, including territorial waters, fishing-zones and the continental shelf, questions of Arctic sovereignty, and the peaceful uses of the seabed and its resources beyond the limits of national jurisdiction. A major current responsibility is the UN Law of the Sea Conference. The Environmental and Fisheries Law Section co-ordinates the Canadian approach to international legal activities in the field of human environment and deals with pollution questions having a relation to the law of the sea and the protection of Canadian fisheries. The United Nations and Legal Planning Section is responsible for most UN legal and humanitarian law questions and assists in the planning of Canadian policy on quasi-legal matters, as well as co-ordinating departmental relations with the international-law academic community in Canada. The Private International Law Section assists the legal profession and the public in matters of private international law, particularly international civil practice and procedure pertaining to the serving and authentication of documents in legal proceedings abroad and the furthering of extradition proceedings to and from Canada.

The *Bureau of Consular Services* is concerned with all consular matters except the issuing and control of passports and other travel documents in Canada that are the business of the Passport Office. With the increasing number of Canadians travelling and residing outside Canada, the bureau has become involved with the ever-growing range of and complexity of consular situations abroad. Under the guidance of the Director General, the Bureau of Consular Services, comprising the Consular Operations Division and the Consular Policy Division, has the responsibility of providing day-to-day consular assistance, services and advice to Canadians overseas and of devising longer-range plans for the consular protection and security of Canadian interests abroad.

The *Consular Policy Division* is responsible: for the drafting of consular agreements with other countries; for tendering advice on consular policies and procedures and assessing their implications for

a variety of activities, including Canadian merchant shipping, immigration and citizenship matters; for monitoring legislative developments in Canada that affect Canadians abroad; for amending the *Manual of Consular Instructions*; for preparing and issuing circular documents of instructions to posts abroad; for conducting a consular training program; for conducting a consular awareness program for Canadian travellers, warning them of possible travel problems; and for maintaining liaison with other departments or organizations concerned with matters of consular policy.

The *Consular Operations Division* is responsible: for providing advice and instructions to posts concerning Canadians in difficulty abroad, including those who are ill, have been injured, or are in jail or temporarily destitute; for contacting friends, relatives and others who might be able to help Canadians in distress; for giving them, where warranted, financial aid on a recoverable basis to relieve immediate distress or to enable them to return to Canada; for helping with arrangements in connection with the death of Canadians abroad and the settlement of estates; for authorizing the issuing of diplomatic and courtesy visas to foreign officials; for answering enquiries on matters of travel abroad; for providing consular advice to Canadians at home on matters of dual nationality; for providing assistance in obtaining birth, marriage, death and other official documents from certain foreign countries; for contingency planning and for maintenance of a register of Canadian residents abroad; for providing a representative on the Interdepartmental Committee on Refugee Applications in Canada.

The *Passport Office*, which is directly responsible to one of the Assistant Under-Secretaries, issues passports to Canadian citizens. This is done in Canada through the main Passport Office in Ottawa and through regional offices in Montreal, Toronto, Vancouver, Halifax, Edmonton and Winnipeg. Regional offices also carry out local functions as required on behalf of other divisions and bureaux of the Department, such as meeting foreign dignitaries and visiting journalists, providing local assistance in consular matters, etc. Since the first regional offices were established in 1970, the issuing of passports has steadily shifted from Ottawa to the regions, which now issue 55 per cent of all Canadian passports. Abroad, service is provided through Canadian diplomatic missions and consular and trade offices.

The Passport Office issues certificates of identity and United Nations Refugee Convention travel documents to non-Canadians legally landed and currently living in Canada who are eligible to receive them.

During 1975, 544,807 passports were issued for citizens residing in Canada and 36,612 were issued by posts abroad for Canadians travelling or living outside Canada. In addition, 363 United Nations Refugee Convention travel documents and 1,548 certificates of identity were issued. Growth in public demand for passport services has increased by 118 per cent in the past ten years.

The *Bureau of United Nations Affairs*, which consists of two divisions, United Nations Political and Institutional Affairs and United Nations Economic and Social Affairs, provides advice on and co-ordinates the implementation of Canadian policy towards the United Nations and its programs and the related "family" of Specialized Agencies. A major function of the bureau and its divisions is to assist in the appointment, briefing and co-ordination of the Canadian delegations that participate in the many UN meetings that offer an opportunity to advance Canadian policy objectives on the multilateral level. In addition to its major co-ordinating responsibility, the bureau has a variety of operational responsibilities and serves as the headquarters link with the Permanent Missions to the UN in Geneva and New York, as well as with other Canadian missions in respect of the UN tasks they discharge.

As its name suggests, the *United Nations Political and Institutional Affairs Division* has the task of assessing, on a continuing basis, the political implications of developments in the Security Council, the General Assembly and other UN organs, and examining the institutional development of the United Nations system and administrative and procedural questions. The division also chairs and co-ordinates the activities of the Interdepartmental Committee on Personnel Questions in Intergovernmental Organizations, which encourages the selection and recruiting of well-qualified Canadians for service at senior levels in international secretariats.

The *United Nations Economic and Social Affairs Division* is responsible for the co-ordination of Canadian policy and activity on UN issues of social and economic development, particularly as regards the Economic and Social Council and its subsidiary organs, the special bodies of the United Nations and the Specialized Agencies.

International questions of social policy, human rights and humanitarian affairs, and the status of women, fall within the purview of this division.

The *Bureau of Public Affairs* is responsible for the promotion of Canadian objectives and policies abroad and for creating within Canada an understanding of the aims of Canada's foreign policy and of the activities of the Department of External Affairs. Two major organizational groupings are involved — one concerned with information and day-to-day public relations, the other with cultural and academic relations and the longer-range promotion of mutual understanding between Canada and various foreign countries. These tasks require continuous liaison with other federal departments and agencies, with provincial governments, private organizations, institutions and individuals. The activities of the bureau support all programs of the Federal Government abroad.

The programs of the Bureau of Public Affairs are focused primarily on the United States, members of the European Community, and Japan, although every other Canadian mission is equipped, in some degree, to respond to enquiries about Canada. At present the components of the Bureau are: the Academic Relations Division, the Cultural Affairs Division, the Historical Division, the Information Services Division, the Public Relations Division and the World Exhibitions Program.

The *Academic Relations Division* co-ordinates and promotes relations between the Department and academic and para-academic groups active in fields related to studies and research in international relations. The division is also concerned with encouraging participation by internationalist scholars and professionals in the current analysis and long-term formulation of Canadian foreign policy. To these ends, the division sets up and maintains programs for the establishment and development of contacts with individuals and organizations, such as meetings of consultation, seminars and other forms of exchange.

The Academic Relations Division arranges the secondment to universities, on a yearly basis, of senior departmental officers ("foreign service visitors") to engage in teaching, discussion, research and other activities relating to international affairs. Each year the division draws up a list of officers who are prepared to participate in seminars at universities or to address interested academic and non-academic

groups. By these means it is hoped to encourage an informed, continuing dialogue and constructive criticism between officials engaged in the pursuit and implementation of foreign policy and those scholars (and other members of the community) who devote themselves to study and research in international affairs.

The division is also responsible for the development of Canadian studies abroad. This new program now encompasses the United States, Britain, France, Japan, Belgium, Germany and Italy. Stimulus and support for Canadian studies in selected universities in these countries is provided by visiting Canadian scholars, periodic seminars and conferences, "enrichment" programs for foreign scholars in Canada, provision of books and journals in Canadian studies disciplines and assistance to associations and newsletters of Canadian studies.

The *Cultural Affairs Division* is responsible for the promotion of cultural relations between Canada and foreign countries. Canadian initiatives abroad in this area are designed to enhance the image of Canadians as creators of cultural works of quality. Such initiatives also provide new opportunities for Canadian artists and academics to compare, learn, compete and grow in an international arena. By creating new and more profound dimensions to Canada's relations with all countries, particularly with those of political and economic importance to Canada, cultural activities support the broad Canadian foreign-policy aims of improving understanding, creating closer contacts and deepening mutual esteem among nations. Cultural programs are oriented to (1) *exchange of persons*, involving specialists in education, socio-cultural activities and the arts (with programs of scholarships, teacher and youth exchanges, exchanges of public servants and technicians, assistance to foreign artists and scholars to visit and work in Canada, and Canadian participation in international educational conferences and cultural festivals); and (2) *cultural dissemination*, involving tours abroad by performing companies and visual arts exhibitions, book-donation programs and cultural manifestations such as "Canada Weeks". These activities are co-ordinated abroad under the public affairs programs of Canadian embassies and missions. In Paris, Brussels and London there are special facilities to showcase Canadian artists. The Cultural Affairs Division negotiates and administers special programs of exchange and dissemination under formal cultural agreements signed with certain countries and

more informal arrangements with others. It also co-ordinates Canada's involvement in certain aspects of its membership in the United Nations Educational, Scientific and Cultural Organization (UNESCO), and performs a liaison function in the work of education committees of the Organization for Economic Co-operation and Development (OECD) and the Commonwealth Secretariat. The division maintains contact with other cultural agencies and associations involved in the promotion of Canadian arts and scholarship abroad, and helps keep Canadian organizations informed of cultural activities outside the country. Questions involving international agreements on intellectual property and copyright also come within the division's area of responsibility.

The *Information Services Division* directs and supports materially the public-information programs undertaken by Canadian missions abroad. It produces information materials and conducts projects supporting current Government programs and policies suited to the needs of particular audiences. Day-to-day information activities cover all the media and a considerable range of subjects. The missions are provided with updated printed materials to answer the public's enquiries, and special research is undertaken to meet detailed requests. Publications about various aspects of Canada or presenting Canadian positions and policies are produced in various languages for selected audiences; foremost among these are *Canada Weekly*, which provides features and news for the media, *Facts on Canada*, directed to schools and the general public, and *International Perspectives*, a bimonthly magazine of informed opinion on world affairs. Suitable books and brochures are also bought from private publishers for selective distribution abroad. Films relevant to Canada's international aims are commissioned or obtained from the National Film Board and private film-makers. Arrangements are made to produce or obtain from the Canadian Broadcasting Corporation television programs for use at posts. Records, transcriptions and radio programs are distributed in co-operation with Radio Canada International. Displays and exhibits are constructed and shown abroad, often in collaboration with the Canadian Government Expositions Centre and other departments. Illustrated articles, photostories and reference papers are sent to posts for use in local publications or in periodicals published at key missions in local languages. Background materials are also prepared for the use of post officers in meeting

speaking engagements. In order to develop relations with foreign information media and influential circles abroad, journalists and "opinion-formers" are invited to Canada for briefings and familiarization tours. The Information Services Division also undertakes special projects such as "Canada Weeks", multi-media projects illustrating particular events, public relations projects developed round major policy themes, development of the public relations aspects of ministerial visits abroad and the celebration of important anniversaries and international events.

The *Public Relations Division* has both a domestic and an international focus. It provides Canadian missions abroad, generally and selectively, with background and policy-related information that can be used by the posts to promote Canadian objectives. Domestically, and in association with other divisions within the Department of External Affairs, this division co-operates with groups and with individuals interested in foreign-policy questions and the activities of the Department, provides basic information on foreign-policy issues, and advises other divisions on the public-relations aspects of policy recommendations and developments. It is also responsible for national and international sports liaison and for national public-relations activities related to Canada's membership in or association with, NATO, the United Nations, the European Community and the Commonwealth.

The *World Exhibitions Program* is concerned with liaison with and representation at the International Bureau of Exhibitions in Paris. It co-ordinates the handling of invitations to take part in world exhibitions, determines interdepartmental interest and makes recommendations. It also provides for the organization and direction of Canadian participation in world exhibitions.

The *Historical Division* is responsible for the archive activities of the Department, for historical work in the realm of foreign affairs, and for the preparation of background material on international issues for use in the Department. The division deals with requests from scholars studying Canada's external relations for access to departmental records and assists them in their research when possible. It also conducts the Department's program of oral history.

One of the major tasks of this division is the compilation and editing of state papers in the continuing series entitled *Documents on Canadian External Relations*, seven volumes of which have already

been published. The eighth volume (1939-41) will appear shortly, and editorial work on future volumes, which will bring the series down to 1947, is well advanced. From time to time the division also undertakes special projects. One such is the compilation and publication of documents on pre-Confederation relations with Newfoundland (1935-1949). Volume I of this two-volume study appeared in 1975.

The Division also serves as a link with the Pan-American Institute of Geography and History, an official agency of the Organization of American States.

The *Bureau of Co-ordination* co-ordinates and develops policies concerning provincial participation in Canada's international relations and Canada's role in the institutions and activities of the Commonwealth and of La Francophonie. It comprises three divisions: Federal-Provincial Co-ordination, Commonwealth Institutions and Franco-phone Institutions.

The *Federal-Provincial Co-ordination Division* is primarily concerned with developing policies and procedures whereby the international interests of the provinces will be satisfied in a manner compatible with federal responsibility for the conduct of Canada's international relations. Thus the division seeks to co-ordinate the activities of the other divisions, of Canadian posts abroad and of other federal departments and agencies, in order to ensure that Canada's international activities fully reflect its federal character. It attempts to keep in regular and close contact with provincial officials in order to remain aware of the aims and policies of the provinces concerning international questions of interest to them. And it continues to develop more effective procedures for maintaining consultation on the many aspects of Canada's international activity that are of interest to both the provincial and federal governments.

In addition, the division provides a number of services to the provinces. It places the Department's network of posts abroad and its extensive telecommunications facilities at the disposal of provincial officials. It arranges and co-ordinates the constantly-increasing number of visits of provincial officials abroad and of foreign officials to the provinces. It facilitates contacts between the provinces and foreign governments within the framework of normal international practice. It seeks to ensure that provincial officials are represented on Canadian delegations to international conferences dealing with

matters of interest to the provinces. It consults with the provinces on a regular basis concerning Canadian accession to international agreements touching on areas of internal provincial jurisdiction. And it continues to develop procedures that will make it possible to distribute to the provinces on a regular basis miscellaneous information and documentation relating to the international aspects of provincial interests.

The *Commonwealth Institutions Division* has general responsibility for co-ordinating the implementation of Government policies in relation to the Commonwealth and for the Government's involvement in the consultative and co-operative activities of the association. This involves facilitating Canadian participation in the Commonwealth heads of government meetings and both the regular and *ad hoc* Commonwealth meetings at the ministerial and official levels. With respect to Commonwealth functional co-operation, the division, in conjunction with other government departments and agencies, advises on Canada's participation in the numerous Commonwealth governmental co-operative programs. In carrying out these functions, the division serves as the focal point in Canada for communications with the Commonwealth Secretariat, the body charged with providing the central organization for joint consultation and co-operation in many fields. In addition to these duties, the division has an advisory and liaison role concerning Canadian involvement with the almost 300 governmental and non-governmental institutions, associations and organizations that operate on a Commonwealth basis. In discharging these responsibilities, the division works towards the maintenance and growth of the increasingly valuable co-operative and consultative arrangements that are characteristic of the Commonwealth's role today.

The *Francophone Institutions Division* co-ordinates Canada's multilateral relations with the 30 or so countries making up the French-speaking world community, as well as with *francophone* intergovernmental authorities and the many private French-speaking international associations.

At the governmental level, the division helps formulate and implement Canada's multilateral policy with regard to the *francophone* countries and the institutions and programs of the international French-speaking community. Thus it is called on to co-ordinate the formulation and implementation of Canadian policy at meetings

of the institutions of the Agency for Cultural and Technical Co-operation, the main forum of the international French-speaking community. Since its creation in 1970, the Agency has brought together about 20 member countries, two associate states, and Quebec as a participating government. The division thereby ensures the participation of the Canadian Government and of those provincial governments involved in the programs and other activities of the Agency.

The division also co-ordinates Canadian participation in the two major *francophone* ministerial conferences of which Canada is a member — the Conference of Ministers of Education and the Conference of Ministers of Youth and Sports of French-speaking Countries.

In the non-governmental sphere, it provides liaison with private international French-speaking associations and agencies and lends them its support with a view to promoting effective and representative Canadian participation.

## **Administrative bureaux**

The administrative bureaux, which constitute the rest of the headquarters bureaux structure, are Communications and General Services, Finance and Administration, Personnel, and Physical Resources. These support bureaux run the machinery for the widely-dispersed operations of the Department and, in consultation with the area bureaux, help to administer its resources.

The *Bureau of Communications and General Services* consists of the Central Services Division, the Library Services Division, the Records Management Division, the Director of Information Systems and the Telecommunications Division.

The *Central Services Division* provides a variety of common support services to the Department at headquarters in Ottawa. It develops the detailed requirements for office accommodation, furnishing and equipment in the Lester B. Pearson Building. It administers telephone services and parking at headquarters. It is also responsible for the preparation and editing of manuals, reports and circular documents required for the efficient administration of the Department.

The *Library Services Division* maintains a main library and one branch library, specializing in international law, at departmental headquarters. Besides making available to officers and others infor-

mation relevant to the work of the Department, the division functions as a research library for university professor and students, as well as other researchers both from Canada and abroad. The Library Services Division assists with the planning and establishment of reference libraries at posts. It maintains these libraries by purchasing books and other documents, providing advice in the selection of library systems and procedures, training post-library personnel and making available research and bibliographic services.

The *Records Management Division* has custody of records at headquarters and exercises functional control over records at posts. It is responsible for the processing of all official correspondence by means of a classification and indexing system uniformly applied throughout the Department. It provides training for post-records personnel. It is also responsible for scheduling valuable records for retention and valueless ones for destruction. It provides research and reference services for the retrieving of information contained in inactive as well as active records. It also provides reproduction and distribution services for posts of copies of their correspondence required for information purposes.

The Records Management Division is also responsible for providing diplomatic bag and mail services and maintaining a corps of messengers. It also maintains a number of vehicles for the transportation of departmental mail, equipment and supplies.

The increasing flow of complex material essential to the efficient conduct of Canada's external relations is imposing new internal pressures on the Department. The "information explosion" and high-speed communications are making it increasingly difficult to provide relevant information on demand by the use of traditional records-management procedures. A *Director of Information Systems* was, therefore, appointed in 1975 to develop and implement recommendations calling for the transformation of present methods into a new information system, which is developed in close collaboration with the Records Management Division.

The *Telecommunications Division* is responsible for the administering and operation of the Canadian diplomatic communications system, which provides telegram, teletype and telex service between Ottawa and posts abroad. It is also responsible for the operation of the diplomatic courier service between Ottawa and the posts abroad. In addition, the division arranges for the provision, installation and

maintenance of telephone equipment at selected posts, conducts training courses for communicators, technicians and other departmental personnel and is responsible for buying, leasing and maintaining all equipment used in the system. It provides a technical support service for many of the electronic and technical installations at the departmental headquarters and abroad.

The *Bureau of Finance and Administration* provides support services to the Department through two divisions — Finance and Management Services — and six Area Comptrollers. As directed by the Government, these support services are provided on an integrated basis for most Government operations abroad except operational military formations. In accordance with Government policy, the Department has adopted a decentralized system of financial management that increases the flexibility and effectiveness of program-management in the field.

The *Finance Division* provides a wide range of accounting and financial services to the Department, including the preparation and submission to the Treasury Board of annual program forecasts and estimates, the maintenance of financial controls over departmental accounts, fiscal accounting and reporting to the Receiver General, cash forecasting to the Department of Finance, preparation of the departmental section of *Public Accounts*, and the verification of expenditures and revenues to ensure compliance with Parliamentary, executive and departmental authorities.

As a result of the integration of administrative support services for foreign operations, the division determines the financial procedures followed by all Canadian Government departments at posts.

The division also provides advice and assistance to headquarters bureaux and divisions and to posts on accounting and reporting and on the interpretation of policy guidelines and regulations, supervises the management-reporting system, arranges payments of grants, contributions and assessments to international organizations, administers two working-capital advances to finance post operations and loans to Government employees posted abroad, provides revenue-accounting and collection services and prepares special forecasts and statements as required.

The *Management Services Division* acts, in general, as an internal management and systems consultant for the Department. It studies particular situations and problems at headquarters or posts.

A particular aim of this division is the gradual development of an integrated management-information system to serve all the needs of the Department. To attain this goal, the division is responsible for reviewing and assessing, before they are implemented, all new computer applications proposed anywhere in the Department. In addition, the division programs all computers after they have been installed.

The *Bureau of Physical Resources* is responsible for the planning, provision, and functional management of all Crown-held property and matériel<sup>2</sup> that the Department of External Affairs provides in support of the Government's integrated foreign operation. The bureau was established to manage an expanded accommodation program, which will provide for a systematic increase in Crown ownership of office and living accommodation abroad. The four divisions of this bureau are Facilities Development, Matériel Management, Policy Planning and Co-ordination, and Property Management.

The *Facilities Development Division* is responsible for the physical planning, design and construction of buildings and multi-use complexes required in support of Canada's integrated foreign operation. This includes the development of program requirements, involvement in site selections, architectural design through consultants, interior design and the co-ordination of engineering projects. The division is also responsible for the "in-house" development of major interior-design schemes and the specification of furniture and furnishings for chanceries, official residences, and ministerial-level staff accommodations.

The *Matériel Management Division* is responsible for the provision of matériel support for those Canadian Government posts and agencies outside Canada whose operations have been integrated for administrative support, as well as for the Department of External Affairs headquarters. Its detailed responsibilities include determination of requirements, cataloguing, shipment and distribution, storage, maintenance and repair, accounting for assets on hand and ultimate disposal of matériel when it is beyond further use. Of particular significance is the procurement, through selected sources, of furnishings and equipment for chanceries, official residences and staff accom-

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<sup>2</sup>Defined by the Treasury Board as all moveable public property except money obtained by a department in support of its operations.

modation, and the specifying and acquisition of special technical and domestic electrical and mechanical equipment appropriate for use under peculiar and adverse climatic conditions and in under-developed technological environments.

The *Policy, Planning and Co-ordination Division* is responsible for the development and co-ordination of long- and short-term planning and programming of construction, acquisition, maintenance and procurement activities within the bureau. This includes the determination of priorities, development of property strategy, program forecasts and budgets, financial control, and the preparation of Treasury Board submissions. This division is also responsible for the review, determination and co-ordination of standards and policies related to the entire range of accommodation activities undertaken by the bureau.

The *Property Management Division* is responsible for the acquisition of property either through purchase or Government lease, the fit-up and alteration of buildings and premises, and the maintenance and operation of property abroad, for chanceries, offices, official residences, staff housing, ancillary buildings and grounds. This management of property includes an accommodation service provided for all integrated federal departments with overseas accommodation requirements, except operational military establishments. The Government-owned and leased accommodation is managed, maintained and operated in accordance with policy and technical guidance provided by the division and administered by the posts.

The *Bureau of Personnel* consists of the Personnel Planning and Development Division, the Personnel Operations Division and the Staff Relations and Compensation Division.

The *Personnel Planning and Development Division* is responsible for manpower planning, including the forecasting, accounting for and reporting of personnel employment; the designation of positions with respect to Canada's two official languages and the administration of language tests; the development and implementation of training programs, including language-training; the conduct of special projects and studies with the aim of increasing managerial effectiveness, enforcing policies of equal opportunity and making the best use of staff resources; and the administration of a position-classification system for the determination of the relative worth of departmental jobs.

The *Personnel Operations Division* is responsible for the recruiting, assignment, posting, secondment, transfer and separation of Canada-based personnel in the Department (except for Passport Office staff), including officers, clerks, stenographers, communicators, security guards and specialist personnel (a total of 3,062 as of January 31, 1976). The division is also responsible for the implementation of the appraisal and promotion system for all categories of personnel. In addition, it deals with the administrative arrangements relating to assignments abroad and the designations of personnel of other departments and agencies at posts. Finally, it is responsible for career development and counselling, as well as for a broad variety of general personnel matters associated with the operational aspects of the assignments of foreign service personnel.

The *Staff Relations and Compensation Division* is responsible for: the development, review and administration of policy on foreign service terms and conditions of service, as well as on travel and removal; the management and administration of pay and compensation services and policy governing accommodation abroad; leave and attendance; the retirement program and superannuation; employee participation in hospital and medical insurance plans; staff relations; the health and safety of employees abroad; personnel welfare counselling; the development and implementation of systems and procedures consequent upon statutory provisions, central agency directives and collective bargaining agreements; the administration of locally-engaged employees abroad; the making of travel and removal arrangements for departmental as well as for foreign operations personnel of the Departments of Industry, Trade and Commerce, and Manpower and Immigration; the development and administration of special voting procedures for all public servants abroad.

## **Posts abroad**

Canada's diplomatic missions and consular offices form an integral part of the Department. Heads of diplomatic and consular posts report to the Secretary of State for External Affairs and receive their instructions from him.

The diplomatic staff of an embassy consists of the ambassador, assisted by one or more foreign service officers, who may also be assigned consular duties to the extent required by the volume of consular work. Where separate consular offices exist, they operate

under the general supervision of the head of the diplomatic mission in the country, while receiving instructions in matters of detail from the appropriate division in the Department.

Part of the work of a post is to distribute information about Canada. In a few places this is done by full-time information officers; elsewhere it is undertaken by other officers. Where there are no diplomatic or consular representatives, trade commissioners or other Canadian Government officials stationed in the country do this work.

In some cases officers of other departments of the Canadian Government — commercial, immigration, military, naval, air or others — are attached to missions. Though responsible to their departmental heads in Ottawa, they also work under the general supervision and direction of the head of the mission.

The work of a mission is:

- (a) to conduct negotiations with the government to which it is accredited;
- (b) to keep the Canadian Government fully informed of political or other developments of significance in the country in which it is serving;
- (c) to watch over Canada's interests in the country;
- (d) to serve Canadians in the country;
- (e) to make information about Canada available.

A constant flow of communications keeps the missions and the Department in Ottawa in close touch on all such matters.

## **Qualifications for the service**

Those entering the external service of Canada do so on a career basis under the merit system. Preference is given to Canadian citizens.

## APPENDIX

### AREA DIVISIONS, LISTING COUNTRIES AND TERRITORIES FOR WHICH EACH IS RESPONSIBLE

#### *Bureau of African and Middle Eastern Affairs*

##### **African Affairs (Anglophone) Division**

Angola  
Botswana  
Cape Verde  
Ethiopia  
Fr. Territory of  
the Afars and Issas  
Gambia  
Ghana  
Kenya  
Lesotho  
Liberia  
Malawi  
Mauritius  
Mozambique  
Namibia  
Nigeria  
Guinea-Bissau  
Rhodesia  
Seychelles  
Sierra Leone  
Somalia  
Sao Tomé and Principe  
South Africa  
Sudan  
Swaziland  
Tanzania  
Uganda  
Zambia

##### **African Affairs (Francophone and Maghreb) Division**

Algeria  
Benin, People's Republic of  
Burundi  
Cameroon  
Central African Republic  
Chad  
Congo  
Equatorial Guinea  
Gabon  
Guinea  
Ivory Coast  
Madagascar  
Mali  
Mauritania  
Morocco  
Niger  
Rwanda  
Spanish Sahara  
Senegal  
Togo  
Tunisia  
Upper Volta  
Zaire

##### **Middle Eastern Division**

Bahrein  
Egypt  
Iran  
Iraq  
Israel  
Jordan  
Kuwait  
Lebanon  
Libya  
Oman  
Qatar  
Saudi Arabia  
Syria  
Union of Arab Emirates  
Yemen, People's Democratic  
Republic of (South Yemen)  
Yemen Arab Republic  
(North Yemen)

## *Bureau of Asian and Pacific Affairs*

### **East Asia Division**

Burma  
Cambodia  
China, People's Republic of  
Hong Kong  
Laos  
Mongolia  
Thailand  
Viet-Nam, Socialist Republic of

### **Pacific Division**

Australia  
Indonesia  
Japan  
Korea, Republic of  
Malaysia  
New Zealand  
Oceania  
Papua New Guinea  
Philippines  
Samoa  
Singapore

### **South Asia Division**

Afghanistan  
Bangladesh  
Bhutan  
India  
Maldives  
Nepal  
Pakistan  
Sri Lanka

## *Bureau of European Affairs*

### **Eastern European Division**

Albania  
Bulgaria  
Czechoslovakia  
German Democratic Republic  
Hungary  
Poland  
Romania  
U.S.S.R.  
Yugoslavia

### **Northwestern European Division**

Britain  
Denmark  
Finland  
Iceland  
Ireland  
Norway  
Sweden

### **Western European Division**

Andorra  
Austria  
Belgium  
Cyprus  
France  
Federal Republic  
of Germany

Greece  
Holy See  
Italy  
Liechtenstein  
Luxembourg  
Malta

Monaco  
Netherlands  
Portugal  
San Marino  
Spain  
Switzerland  
Turkey

# *Bureau of Western Hemisphere Affairs*

## **Caribbean Division**

Antigua  
Bahamas  
Barbados  
Belize  
Bermuda  
British Virgin Islands  
Cayman Islands  
Dominica  
Grenada  
Guyana  
Jamaica  
Montserrat  
St. Kitts-Nevis-Anguilla  
St. Lucia  
St. Vincent  
Surinam  
Trinidad and Tobago  
Turks and Caicos

## **Latin American Division**

Argentina  
Bolivia  
Brazil  
Chile  
Colombia  
Costa Rica  
Cuba  
Dominican Republic  
Ecuador  
El Salvador  
Guatemala  
Haiti  
Honduras  
Mexico  
Nicaragua  
Organization of American  
States (OAS)  
Paraguay  
Peru  
Uruguay  
Venezuela

## **United States of America Division**

Puerto Rico  
United States of America  
U.S. Virgin Islands

DEPARTMENT OF EXTERNAL AFFAIRS  
HEADQUARTERS ORGANIZATION CHART

## *Bureau of Western Hemisphere Affairs*

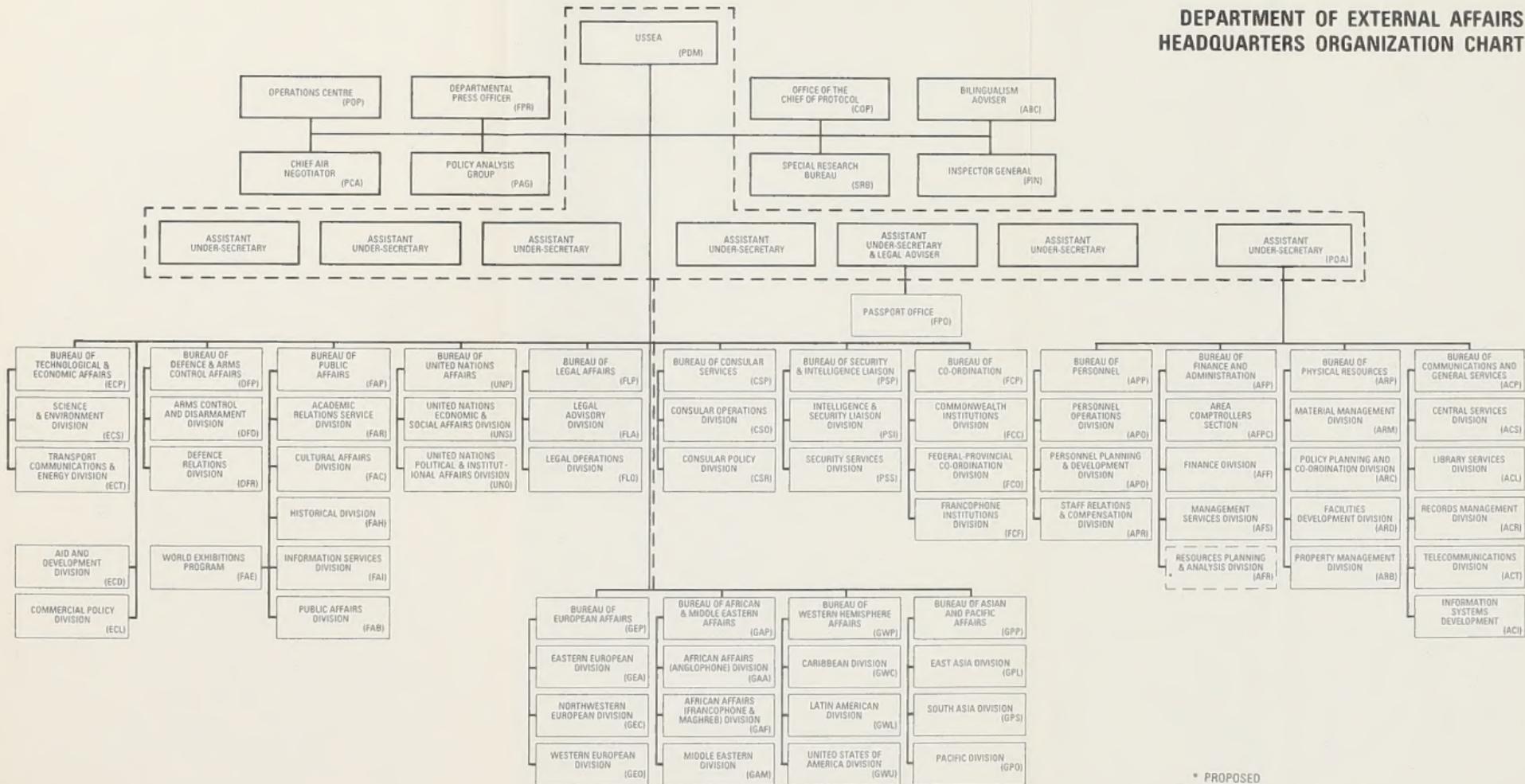
## Caribbean Division

### Latin American Division

Antigua  
Bahamas  
Barbados  
Belize  
Bermuda  
British Virgin Islands  
Cayman Islands  
Dominica  
Grenada  
Guyana  
Jamaica  
Montserrat  
St. Kitts-Nevis-Anguilla  
St. Lucia  
St. Vincent  
Surinam  
Trinidad and Tobago  
Turks and Caicos

Argentina  
Bolivia  
Brazil  
Chile  
Colombia  
Costa Rica  
Cuba  
Dominican Republic  
Ecuador  
El Salvador  
Guatemala  
Haiti  
Honduras  
Mexico  
Nicaragua  
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United States of America Division  
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External Affairs  
Canada

Affaires extérieures  
Canada

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